

Message Text

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INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-04 H-01 INR-07 L-03
NSAE-00 NSC-05 PA-01 PRS-01 SP-02 SS-15 USIA-06 IO-13
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R 191715Z JAN 77
FM USMISSION USBERLIN
TO AMEMBASSY BONN
INFO SECSTATE WASHDC 3845
AMEMBASSY BERLIN
AMEMBASSY LONDON
AMEMBASSY MOSCOW
AMEMBASSY PARIS
USMISSION NATO

C O N F I D E N T I A L SECTION 1 OF 2 USBERLIN 197

E.O. 11652: GDS
TAGS: PFOR, PGOV, WB, GE, GW, UR
SUBJECT: CONTINGENCY PLANNING FOR POSSIBLE GDR MOVES AGAINST S-BAHN
IN WEST BERLIN

REFS: A) 76 USBERLIN 2568, B) 76 USBERLIN 2522,
C) 76 USBERLIN 2247, D) 76 USBERLIN 695

1. SUMMARY: WE REPORT BELOW COMMENTS OF A SENIOR
REICHSBAHN OFFICIAL OBTAINED FROM CONFIDENTIAL
SOURCE THAT INDICATE GDR MAY BE PREPARING TO
TAKE "DRASTIC RATIONALIZATION MEASURES" IN CONNECTION
WITH S-BAHN IN WEST BERLIN. WE INTEND TO TRY TO
UTILIZE THIS LATEST INDICATION THAT GDR ACTION
MAY BE FAIRLY IMMINENT TO ENCOURAGE ALLIES TO DEVELOP
CONCRETE SCENARIO FOR ALLIED ACTION. THIS SCENARIO
WOULD BE AIMED OPTIMALLY AT ENCOURAGING SOVIETS TO
RESTRAIN GDR FROM MAKING SIGNIFICANT CHANGE IN
SITUATION AND ALTERNATIVELY AT LAYING GROUND-
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WORK FOR PROMPT AND MEASURED ALLIED RESPONSE TO ANY
CHANGE GDR MIGHT INITIATE. END SUMMARY.

2. FOLLOWING IS REPORT OF A CONVERSATION OBTAIN
BY BERLIN OFFICE FOR PROTECTION OF THE CONSTITUTION
FROM A CONFIDENTIAL SOURCE:

BEGIN TEXT: DURING A RECENTLY HELD CONFIDENTIAL CONVERSATION, HERR JOEDICKE, THE EAST BERLIN HEAD OF THE WEST BERLIN CONSTRUCTION DIRECTORATE (THE MAIN CONSIGNER FOR INVESTMENTS IN THE REICHSBAHN DIRECTORATE BERLIN), STATED THAT IN DECEMBER 1976, A COMMISSION CONSISTING OF KEY TRAFFIC EXPERTS FROM THE GDR HAD BEEN IN WEST BERLIN FOR SOME 14 DAYS TO ENQUIRE INTO THE SITUATION OF THE REICHSBAHN IN WEST BERLIN. JOEDICKE STATED, FURTHERMORE, THAT A A LATER MEETING THE POSSIBILITY OF A TEMPORARY STOPPAGE OF S-BAHN TRAFFIC IN WEST BERLIN HAD BEEN THOROUGHLY EXAMINED. WHEN MENTION WAS MADE OF POSSIBLE OBJECTIONS BY THE ALLIES, SUCH A POSSIBILITY WAS CONSIDERED A NEGLIGIBLE FACTOR BECAUSE THE ALLIES COULD BE EXPECTED TO REACT "ONLY BY PROTEST." NO MATTER WHAT THE FINAL SOLUTION WILL BE, "DRASTIC RATIONALIZATION MEASURES" MUST BE EXPECTED TO BE PUT INTO OPERATION BY THE REICHSBAHN IN WEST BERLIN. END TEXT.

3. IT IS ALWAYS DIFFICULT TO KNOW WHAT WEIGHT TO ASSIGN TO INFORMATION FROM SUCH SOURCES, BUT THIS REPORT IS CONSISTENT WITH OUR PREVIOUS JUDGMENT, REFTELS, THAT TIME IS PROBABLY RUNNING OUT FOR ALLIES TO DEVISE A STRATEGY ON S-BAHN BEFORE GDR TAKES SOME MAJOR ACTION. GDR HAS THUS FAR FAILED TO DRAW SENAT INTO NEGOTIATION OF A SUBSIDY TO TAKE UP SOME OR ALL OF LARGE OPERATING DEFICIT
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WHICH GDR HAS BORNE FOR S-BAHN. A TEMPORARY STOPPAGE COULD WELL BE A TACTIC DESIGNED TO SHOW SENAT THAT GDR MEANS BUSINESS AND TO FORCE SENAT INTO FINANCIAL NEGOTIATIONS UNDER PRESSURE. DISCONTINUANCE OF ALL OR A SUBSTANTIAL PORTION OF S-BAHN SERVICE IS ALSO A POSSIBILITY IF GDR HAS CONCLUDED THAT POLITICAL BENEFITS IT GAIN FROM OPERATING SUBSTANTIAL TRANSPORTATION SYSTEM IN WESTERN SECTORS NO LONG BALANCE FINANCIAL BURDEN. IT ALSO STRIKES US AS PROBABLE THAT THERE IS ATTITUDE IN AT LEAST PARTS OF GDR BUREAUCRACY THAT IN LAST ANALYSIS GDR CAN TAKE WHATEVER ACTIONS SOVIETS WILL APPROVE BECAUSE ALLIES WILL ONLY REACT WITH WORDS.

4. WE HAVE ATTEMPTED PERIODICALLY OVER PAST 20 MONTHS TO DEVELOP ALLIED AGREEMENT ON A SCENARIO FOR DEALING WITH S-BAHN PROBLEM. WE HAVE BEEN HAMPERED BY SEVERAL FACTORS INCLUDING LACK OF SENSE

OF URGENCY ON PART OF ALMOST ALL CONCERNED, FRENCH
UNWILLINGNESS TO ENGAGE IN FACE TO FACE POLICY
DISCUSSIONS WITH SENAT, AND SENAT RELUCTANCE TO
SAY WHETHER IN LAST ANALYSIS IT CONSIDERED
MAINTENANCE OF SOME OR ALL S-BAHN SERVICE SO
IMPORTANT TO CITY THAT IT WOULD BE WILLING TO SPEND
MONEY (OR GO TO BONN FOR MONEY). WHILE THERE IS
STILL SOME SUSPICION AMONG ALLIES, PARTICULARLY
FRENCH, THAT AN ELEMENT IN SENAT IS EAGER TO
NEGOTIATE WITH GDR ABOUT S-BAHN SUBSIDIES PROVIDED
ALLIES PAVED WAY BY ORDERING SUCH TALKS, WE ARE
INCLINED AT THIS TIME TO TAKE AT FACE VALUE
GOVERNING MAYOR'S FLAT STATEMENT THAT SENAT IS
SIMPLY NOT INTERESTED IN PAYING FOR S-BAHN AND THAT
MATTER IS AN ALLIED PROBLEM (REF B). WE INTENDED
TO TRY TO USE THIS STATEMENT AND NEW INFORMATION
ON REICHSBAHN OFFICIAL'S REMARKS TO PUSH MISSIONS
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AGAIN TOWARD DEVELOPING ACTION RECOMMENDATIONS.

5. WE PROCEED FROM THREE ASSUMPTIONS:

A. IDEAL SITUATION WOULD BE FOR STATUS QUO TO
CONTINUE SINCE WEST BERLIN WOULD CONTINUE TO RECEIVE
WHATEVER BENEFITS S-BAHN ENTAILS AND SITUATION
WOULD REMAIN QUIET.

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B. FOR TIME BEING AT LEAST, SENAT HAS MADE
DECISION THAT IT WOULD PREFER TO SEE S-BAHN
TERMINATED OR SUBSTANTIALLY REDUCED RATHER THAN TO
ASSUME FINANCIAL BURDEN OF SUBSIDY.

C. IF GDR CLOSES DOWN ALL OR SUBSTANTIAL PART OF
S-BAHN, ALLIES WILL BE REQUIRED TO TAKE SOME
ACTION BECAUSE THIS WILL BE SEEN AS VIOLATION OF
QA (MAJOR UNILATERAL CHANGE), AND BECAUSE PRACTICAL
DECISION WOULD HAVE TO BE MADE AS TO WHAT TO DO
WITH SUBSTANTIAL AMOJNTS OF LAND AND FACILITIES THEREBY ABANDONED
IN WEST BERLIN. TOTAL REICHSBAHN LAND HOLDINGS
IN WESTERN SECTORS AMOUNT TO AREA ROUGHLY EQUAL
IN SIZE TO BOROUGH OF KREUZBERG. WHILE SOME OF
THIS LAND WOULD STILL BE REQUIRED BY REICHSBAHN
FOR PURPOSES OF OPERATING LONG DISTANCE TRAIN NET,
MUCH OF IT WOULD GO TO WEED UNLESS ALLIES EXERCISED
RIGHT OF EMINENT DOMAIN AND TURNED IT OVER TO SENAT.

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6. FOLLOWING IS COURSE OF ACTION ON WHICH WE WILL
BE TRYING TO GET ALLIED AGREEMENT TO RECOMMEND TO
EMBASSIES:

A. DEVELOP AN APPROACH TO SOVIETS DESIGNED
TO EMPHASIZE IMPORTANCE, PURSUANT TO QUADRIPARTITE
AGREEMENT, OF MAINTAINING STATUS QUO IN S-BAHN
AFFAIRS; MAKE CLEAR TO SOVIETS THAT, IN EVENT THEY
DO NOT RESTRAIN GDR FROM TAKING UNILATERAL ACTION
IN CONTRAVENTION OF STATUS QUO, ALLIES ARE PREPARED
TO USE THEIR AUTHORITY IN WESTERN SECTORS TO
TAKE WHATEVER MEASURES THEY DEEM APPROPRIATE IN
NEW SITUATION INCLUDING POSSIBILITY OF AUTHORIZING
SENAT TO UTILIZE ABANDONED NON-OPERATING PROPERTY
FOR PURPOSES DEEMED TO BE IN BEST INTERESTS OF
WESTERN SECTORS.

B. AGREE WITH SENAT ON SCOPE AND NATURE OF A
CONTINGENCY AUTHORIZATION TO ADMINISTRATOR OF FORMER
REICHSBAHN PROPERTY (OFFICIAL SUPERVISED BY SENATOR
FOR FINANCE WHO HAS BEEN TRUSTEE FOR SUBSTANTIAL
NON-OPERATING PROPERTIES OWNED BY REICHSBAHN IN

WESTERN SECTORS SINCE BLOCKADE PERIOD) TO ASSUME
CUSTODIANSHIP OF SUCH S-BAHN PROPERTY AS REICHSBAHN
MIGHT TAKE OUT OF OPERATION AND WHICH WAS NOT
REQUIRED FOR LONG DISTANCE TRAIN SERVICE.

C. BE IN A POSITION IN EVENT GDR DISCONTINUES
ALL OR WHAT WE DETERMINE TO BE SIGNIFICANT PORTION
OF S-BAHN SERVICE DESPITE PROPHYLATIC APPROACH
TO SOVIETS DESCRIBED SUBPARA A ABOVE, TO RESPOND
PROMPTLY ALONG LINES OF SUBPARA B ABOVE.

7. IN ADDITION TO GIVING US AT LEAST A CHANCE
OF STAYING ONE STEP AHEAD ON THIS MATTER, WE WOULD
SEE ALLIED AGREEMENT ALONG THESE LINES AS HAVING
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ADDITIONAL BENEFIT OF FLUSHING OUT ANY LATENT
SENAT INCLINATION THAT MAY EXIST TO BACKTRACK
ON POSITION EXPRESSED BY GOVERNING MAYOR. DAVIS

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